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ABSTRACT

This booklet is an overview and summary of the publication "Reducing the Risk: Unemployed Migrant Youth and Labour Market Programs" which reviews programs and services for migrant and refugee youth in Australia. The unemployment rate for this group is higher than for their Australian-born peers, and their participation in governmental labor market programs is low relative to their unemployment rates. The review assessed the special employment and training needs of migrant youth, the availability and suitability of programs, and program coordination and evaluation, and discussed the Commonwealth Employment Service. This overview includes 34 recommendations for changes to improve the employment potential for immigrant youth. (CG)

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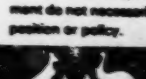

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REDUCING THE RISK

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REDUCING THE RISK

Unemployed Migrant Youth and Labour Market Programs

OVERVIEW

March 1985

Australian Institute of Multicultural Affairs

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TERMS OF REFERENCE

The Australian Institute of Multicultural Affairs was asked to carry out a Review of Labour Force Programs and Services affecting Migrant and Refugee Youth. The terms of reference were:

Review the range of Commonwealth employment and training programs and CES services, to assess their availability and suitability to young migrant and refugee job-seekers

- particular emphasis to be placed on difficulties faced by recent arrivals, and those with a non-English-speaking background.

Ascertain any special employment and training needs of migrant/refugee youth, and review existing programs and services against these needs to

- investigate the extent to which migrant/refugee youth utilize existing programs and identify any factors operating to limit such usage
- identify needs which are not being met
- examine how these needs may be met by the provision of improved programs and/or services and advise on the content of these services and programs.

In conducting the review, the Institute should take account of the findings of previous reviews and evaluations of the provision of employment and training services for use both generally and by migrants.

The relevant functional areas of the Department of Employment and Industrial Relations, including the CES, will be consulted to assist in the provision of relevant information for the review.

LIST OF RECOMMENDATIONS

(1) Those assessed as at high risk of prolonged and recurrent unemployment be eligible immediately for placement on labour market programs.

(2) A risk assessment scale be refined and tested by the Bureau of Labour Market Research, with the assistance of the Australian Institute of Multicultural Affairs, using data on unemployed youth collected at Commonwealth Employment Service offices and through sample surveys.

(3) The Bureau of Labour Market Research investigate the possibility of developing the scale to include older unemployed persons, based on survey data and data collected through Commonwealth Employment Service offices.

(4) Individuals registered as unemployed, who are not identified as at high risk, be eligible for program assistance after six months of unemployment.

(5) The Department of Employment and Industrial Relations adopt as standard practice the provision in appropriate community languages of information about major labour market programs, including guidance as to where further advice in those languages on access to programs may be obtained. The information should be directed to both job-seekers and potential sponsors.

(6) In circumstances where the Commonwealth Employment Service considers newly arrived migrant youth to have little immediate prospect of being placed in employment, the transition allowance be payable if migrants' overseas education and unemployment experience meet the eligibility requirements for payment of the allowance.

(7) Instruction in English as a second language be permitted as a component of all labour market programs.

(8) The Department of Employment and Industrial Relations consult with Technical and Further Education authorities and the Department of Immigration and Ethnic Affairs on the development of vocational English courses, and courses combining English language training with vocational skills training.

(9) An additional $3.0m be allocated to the Department of Employment and Industrial Relations in 1985/86 to allow it to enter into arrangements with Technical and Further Education authorities and the Adult Migrant Education Program to provide employment-oriented English courses, vocational English courses and English language assistance to migrants attending vocational skills courses.

(10) The Department of Employment and Industrial Relations develop pilot programs combining employment and training as a basis for broader application within wage subsidy programs. The training components of programs should include both vocational skills, and, where appropriate, more general skills such as English for migrants of non-English-speaking background.

(11) Training programs conducted or funded by the Department of Employment and Industrial Relations for the Community Youth Support Scheme Local Management Committee members and project staff include components relating to special needs of migrant youth, and how those needs may be met.

(12) The proposed 'project operation manual' for the Community Youth Support Scheme deal with issues and resources related to meeting the specific needs of overseas-born youth.

(13) Local Management Committees of Community Youth Support Scheme projects be permitted and encouraged to co-opt persons with knowledge of local migrant youth and their needs, if no such members have been elected.

(14) Applicants for Community Youth Support Scheme grants be eligible for funding to run projects or specific activities within projects that have as their target specific migrant groups.

(15) Community groups other than specially elected local committees be eligible to apply for Community Youth Support Scheme grants.

(16) Community groups be eligible to apply under Community Youth Special Projects for the total cost of training schemes for young unemployed.

(17) The Schools Commission fund three pilot careers education/ counselling programs in areas of high migrant density, leading to the preparation and publication of suggested strategies and source materials for careers teachers assisting migrant students. The programs should be commissioned as a Participation and Equity Program project of national significance.

(18) As part of the Participation and Equity Program a conference be convened on the educational needs of unemployed migrant, including refugee, youth.

(19) Assessed risk of prolonged and recurrent periods of unemployment be determined at the time of registration with the Commonwealth Employment Service.

(20) Where the job-seeker is assessed as being at high risk (or has been continuously unemployed for more than six months), a program of assistance be developed, including employment, on-the-job training, formal education and English as a second language instruction where appropriate.

(21) Commonwealth Employment Service recall interviews be held after six months of unemployment.

(22) Relevant language skills be used as a secondary selection criterion in the recruitment of employment officers.

(23) The Department of Employment and Industrial Relations' review of Commonwealth Employment Service staffing and location policies include the deployment of bilingual officers in the CES network, so that the needs of migrants with language difficulties can be met more effectively.

(24) In each language group there be at least one interpreter for every 200 Commonwealth Employment Service users assessed as having poor proficiency in English. In 1985/86, an additional $1.4m should be provided for this purpose.

(25) A review of CES language services be undertaken to determine requirements for 1986/87.

(26) Migrant specialist positions be created in Commonwealth Employment Service Zones where there are significant numbers of migrant clientele. Officers holding such positions would co-ordinate and supplement the activities of Migrant Resource Officers based in CES offices, and would carry out MRO functions on a visiting basis in other offices.

(27) The proposed National Council for Training and Employment, or its equivalent, include migrant representation.

(28) In the case of the Community Youth Support Scheme and the Community Employment Program, provision be made for migrant representation on state advisory committees and Commonwealth and State Secretariats responsible for these programs.

(29) *a* A supplementary survey of migrants in the labour force be undertaken at least once a year by the Australian Bureau of Statistics.

b The survey collect information on the labour force status of cross-sections of birthplace groups and include details on age, gender, education levels, English language proficiency, period of residence and marital status.

(30) In planning and developing the recommended supplementary labour force survey, the Department of Employment and Industrial Relations and the Bureau of Labour Market Research, consult with the Department of Immigration and Ethnic Affairs and state ethnic affairs authorities, and the Australian Institute of Multicultural Affairs, on developing a detailed proposal, to be submitted to the Australian Bureau of Statistics within six months.

(31) The Commonwealth Employment Service develop a computerised system which would:

(i) utilise migrant data presently recorded on its job-seeker registration cards. This should include country of birth, English language proficiency and year of arrival, together with particulars of risk assessment, and with provision also being made for the coding of data on multiple occupations

(ii) include provision for access to the data base, to allow monitoring of the extent to which migrants with particular birthplaces, degrees of language proficiency, periods of residence, and levels of unemployment risk are participating in programs

(iii) allow quarterly release of aggregated data on unemployment risk, as assessed, cross-classified by characteristics that include age, gender, birthplace, year of arrival and English language proficiency.

(32) As part of the systematic evaluation of programs, the Department of Employment and Industrial Relations collect and publish every quarter, computerised aggregate information on program participants, such information to include birthplace, English language proficiency and period of residence.

(33) The Department of Employment and Industrial Relations amend the form used by employers applying for the Commonwealth Rebate for Apprentice Full-time Training so as to include information on the birthplaces of apprentices.

(34) The Technical and Further Education Council ensure that information concerning the birthplaces of students is collected and incorporated with other data.

Introduction

During the past decade the severe deterioration of the labour market has left no section of the community unscathed. Particularly serious has been the contraction in opportunitites for young people to obtain their first jobs, or to keep those they have managed to obtain. More dramatic still is the effect on the prospects for overseas-born young people, which have become even bleaker than those of their contemporaries.

The unemployment rate of about 26% for migrant teenagers and 18% for young adult migrants is significantly higher than for their Australian-born peers. It represents an average of nearly 60,000 overseas-born people, aged 15 to 24 years, who want to work but cannot find jobs. Many more may have unsuccessfully sought jobs over a lengthy period but become discouraged to the point where they no longer 'actively' seek work and are not officially classified as unemployed.

The Commonwealth Government currently spends $810 million on labour market programs and over $130 million on the Commonwealth Employment Service, directed towards four key purposes:

- to maintain and develop labour force skills to meet the needs of industry
- to maintain an efficient labour market, by matching job-seekers and vacancies
- to create employment opportunities for particularly disadvantaged unemployed people
- to promote equity in the labour market, by increasing the employability and labour market competitiveness of disadvantaged groups and individuals.

These programs contribute to the productivity of a worker or to a more efficient labour market. Even those who disagree with the economist's view that they contribute to reduced overall unemployment would agree that they are worthwhile for the benefit to the workers themselves and to the community.

The Institute's Review, *Reducing the risk*, has found that the objective of greater equity in the labour market is being realised only to a limited extent. Labour market programs and services neither reach all those who are disadvantaged in finding employment nor assist adequately all those whom they do reach. Our research indicates that the proportion of migrants participating in labour market programs is low relative to their unemployment rates — while about 32% of the unemployed are born overseas, they constitute only 16% of program participants. Access to labour market programs also appears limited for young migrants who

- are recent arrivals
- have limited educational skills, and/or
- have poor proficiency in English.

At the least, this situation is contrary to the fundamental principles of *equality of opportunity* for all Australians to participate in the political, economic and social life of the nation, regardless of their ethnic or cultural backgrounds; and *equality of access* to the general programs and services that are established for the benefit of all members of society.

In face of continuing high levels of youth unemployment, the Institute's Review takes as its basis the principle that assistance provided through labour market programs and services should be directed to those in greatest need. A number of measures are proposed to assist those most disadvantaged in the labour market. They will do so chiefly by adjustments to labour market programs and services at four broad levels:

- adjustments to the eligibility provisions for programs
- adjustments to the procedures by which programs are delivered so that assistance is directed to those in greatest need
- adjustments to programs to enhance their suitability to the client group
- adjustments to the co-ordination and evaluation of programs and services.

Moreover, while the terms of reference of the Review have required a focus upon the needs of migrant and refugee youth, the measures proposed can be extended to all those at high risk of extended or recurrent periods of unemployment, or otherwise disadvantaged in the labour market. To the maximum extent possible, programs should be tailored to individual requirements, based upon assessment of individual needs, and offering opportunities to acquire one or more of

- work experience
- on-the-job training
- formal education.

The Institute was asked to examine labour market programs and services as they affect 'migrant and refugee youth'. The particular concern shown for the problems of refugees is welcomed, as their difficulties in the period immediately after arrival are often greater than those of most other migrants. It would seem unfortunate, however, to use the expression 'migrant and refugee', implying that refugees are not migrants or, alternatively, that their problems will always be radically different from those of other migrants. In this report reference is usually made to migrant or overseas-born youth, except when it is appropriate to draw particular attention to refugees.

The Institute is conscious that its Review is submitted to Government at a time when major changes are under consideration, following a number of other reviews. While the recommendations stem from the Institute's research into current programs and services, their relevance extends well beyond existing provisions. They entail a significantly different approach to the assessment of disadvantage in the labour market, and to how programs should respond in meeting the needs of those who are disadvantaged. If migrant, including refugee, youth are to achieve equity in the labour market, the recommended approach must be incorporated in any future package of labour market programs and services.

Special Needs of Migrants

The Review's terms of reference required an assessment of the special employment and training needs of migrant youth. We have explored this through large-scale surveys of both Australian and overseas-born youth, examining what factors seem to have been most important in their employment histories.

Our research indicates that overseas-born youth who have experienced prolonged and frequent unemployment have two major types of special need. The first comprises needs that are shared with Australian-born youth, but which impact particularly heavily on migrant, including refugee, youth. The second type of need relates to particular disadvantages experienced by migrant youth who have arrived recently.

We have found that those who most require assistance, and who are subject to a high risk of recurrent unemployment, are those who are young, whose work experience at school is limited, whose technical education or employment experience is also limited, and who seek work in manual occupations. As well, overseas-born youth, especially those from non-English-speaking backgrounds, are likely to have particular needs arising from limited residence in Australia, and/or low levels of English language proficiency.

Program Availability

In *Reducing the risk* the research shows that participation by young migrants in most labour market programs is much lower than should be the case, even in those programs where migrants are specified as a target group. This situation is the result of a number of factors:

- the multiplicity of target groups to which programs are directed
- the lack of specification of the priority to be accorded to each target group
- the consequent difficulties confronted by the Commonwealth Employment Service in giving effect to program priorities
- the procedures used by CES to place unemployed youth on programs.

We do not believe that an increase in migrant participation should be sought through quotas or migrant-specific programs, unless they address disadvantages specific to migrants. Our research suggests that the severe labour market difficulties experienced by migrants are shared by many of the Australian-born. A common framework for securing greater access to assistance is desirable if those most in need are to receive more help.

Eligibility to be placed in programs is currently determined largely by length of unemployment, which is taken to be a measure of need. For no evident or explicit reason, the period of unemployment required for eligibility varies between programs. The Committee of Inquiry into Labour Market Programs, as part of its thrust towards a needs-based approach, has recommended that, while in general, assistance should only be offered to those unemployed for six months or more, unemployed people identified as particularly

disadvantaged should be assisted before they have undergone such a waiting period. Indeed, in the case of the proposed traineeships for youth, these are to be offered to 16 and 17-year-olds, who have left school before completing Year 12.

In the Institute's Review, the needs-based approach is taken further. Rather than relying on evidence of need demonstrated by length of unemployment, or membership of a disadvantaged group, we believe it to be more effective to place emphasis on assisting individuals who are at a high risk of recurrent unemployment. Young people who are clearly at risk should not need to endure lengthy unemployment before becoming eligible for assistance. The delay many face at present may reduce the benefits they receive from programs when they finally participate.

Instead, the approach should be that individuals with the greatest need for assistance, as determined by an assessment of their labour market prospects, should obtain immediate access to programs.

The Institute therefore recommends that:

(1) Those assessed as at high risk of prolonged and recurrent unemployment be eligible immediately for placement on labour market programs.

This recommendation can only be implemented through an operational system of risk assessment. It is proposed that, as quickly as possible, CES introduce a point score system to provide a quick and relatively easy method of identifying those at high risk of unemployment. Such systems are already used in other contexts, an example being the numerical point system used by the Department of Immigration and Ethnic Affairs as part of its assessment of applicants seeking to migrate to Australia.

The analysis of our surveys of youth demonstrates that the main characteristics that predispose people to be at high risk of recurrent unemployment can be identified, and the relative influence of those factors measured. A point score 'risk scale' can be constructed, against which a person's attributes can be matched, and his or her 'risk of unemployment' estimated. A model for such a scale has been developed by the Institute.

The development of a generally applicable scale will require further research, involving collection of data on a greater range of characteristics, and from a broader sample of the Australian population than were included in surveys undertaken by the Institute. We therefore propose that the Bureau of Labour Market Research refine the risk assessment scale developed by the Institute. The scale should also be constructed to cover the older unemployed — a group which was outside the terms of reference of this Review.

It is recommended that:

(2) A risk assessment scale be refined and tested by the Bureau of Labour Market Research, with the assistance of the Australian Institute of Multicultural Affairs, using data on unemployed youth collected at Commonwealth Employment Service offices and through sample surveys.

(3) *The Bureau of Labour Market Research investigate the possibility of developing the scale to include older unemployed persons, based on survey data and data collected through Commonwealth Employment Service offices.*

In order to ensure that this approach is implemented speedily, we propose that the operation of the scale based on the Institute's research should be tested in a small number of CES Zones. This would enable operational procedures to be developed in conjunction with the further refinement of the scale itself.

Identification of risk is based on probability. Some individuals initially identified as unlikely to experience significant periods out of employment will, nonetheless, endure prolonged and recurrent periods of unemployment. The Committee of Inquiry into Labour Market Programs has proposed that instead of the varying lengths of time presently prescribed, 6 months of unemployment should determine eligibility for assistance, and it has cited research indicating this as an appropriate waiting period. We support their recommendation that 6 months of unemployment should be used as an eligibility criterion.

It is therefore recommended that:

(4) *Individuals registered as unemployed, who are not identified as at high risk, be eligible for program assistance after six months of unemployment.*

This recommendation will reduce the number of people eligible for assistance under present program guidelines. Our other recommendation on program eligibility, that those at 'high risk' be immediately entitled to be assisted, will significantly increase the eligible numbers. On the data available to us it would seem that on balance, the number of eligible people in the 15 to 24 years age group would change very little.

Targetting to promote participation from groups who are under-represented in programs, considering their levels of unemployment, may still be required. With respect to migrants, the Committee of Inquiry into Labour Market Programs has proposed that the allocation of places to groups considered to be especially disadvantaged in the labour market should reflect each group's share of joblessness, and the periods for which its members have been unemployed. We strongly support this recommendation.

With respect to knowledge of labour market assistance, *Reducing the risk* presents evidence that migrants of non-English-speaking background are less aware of their eligibility to participate in programs than are the Australian-born or migrants from English-speaking countries. It also found that among migrants of a non-English-speaking background, awareness of eligibility for participation is significantly lower among those with English language difficulties than among those competent in English.

These findings are to be expected in view of the lack of information and advice available in community languages. There is too little translated material about the labour market, associated training and education, and

programs and services to assist job-seekers. This must be addressed by improvements at a number of levels, such as CES services to individual unemployed persons, and careers information and advice for migrant children and their parents. Action in these areas is proposed below. There is also a clear need for the publication and dissemination of information in languages other than English. Promotional activities in community languages have been proposed at various times, but little action has resulted.

It is therefore recommended that:

(5) *The Department of Employment and Industrial Relations adopt as standard practice the provision in appropriate community languages of information about major labour market programs, including guidance as to where further advice in those languages on access to programs may be obtained. The information should be directed to both job-seekers and potential sponsors.*

This information should be provided to all non-English-speaking migrants at the initial registration interview. It should also be disseminated through ethnic media, community groups and agencies concerned with migrant issues (eg. Migrant Resource Centres).

A further issue of importance to program availability is that of income support. Income support arrangements for youth generally are presently the subject of a major Government review and, as they have implications for the whole education system, they have not been addressed in this Review. There is however one matter bearing on access to programs to which we wish to draw attention. The eligibility requirement for the transition allowance to attend courses under the Participation and Equity Program is that participants have been unemployed in Australia and away from full-time education for at least four months in the last twelve. As a submission pointed out, this particularly disadvantages newly arrived refugees who may have spent a considerable period in camps, without schooling or employment, before coming to Australia. We believe that, in the interest of assisting new arrivals to settle quickly into the community, their participation in appropriate education programs is far preferable to extended periods of unemployment, additional to that experienced overseas.

Under our proposed new eligibility criterion, those migrants, including refugees, assessed as at 'high risk' will be eligible to receive assistance immediately. But this proposal, if acceptable, will take some time to put into general operation. Hence we believe an interim arrangement should be adopted.

It is therefore recommended that:

(6) *In circumstances where the Commonwealth Employment Service considers newly arrived migrant youth to have little immediate prospect of being placed in employment, the transition allowance be payable if migrants' overseas education and unemployment experience meet the eligibility requirements for payment of the allowance.*

Program Suitability

The changes proposed to program eligibility criteria will enable assistance to be directed more readily and quickly to those in greatest need. In order to meet their requirements, there must be available a range of programs including work experience, training in vocational skills, and/or education in basic skills demanded in the labour market. Flexibility in the framework of provision is also required so that an individual may, if appropriate, be offered a package of different forms of assistance in combination or sequentially.

Our research indicates that, in a number of respects, present programs are limited in their capacity to respond flexibly to the range of needs of those who use them, or might wish to use them. In the following sections, proposals are made to enhance their effectiveness.

English Language Programs

Current arrangements fail to provide adequate English language tuition for those unemployed migrants who are handicapped by lack of English. We will propose below a more active role for CES officers in referring migrants to classes, and in liaising with colleges and other bodies to ensure that more courses, designed to help job-seekers with English language difficulties, are provided. It is also essential that English language instruction be firmly integrated into the package of labour market programs.

It is general Government policy that combinations of English language and occupational training under labour market programs should be provided more widely. However, in most cases present guidelines do not support and may even restrict this development.

It is therefore recommended that:

(7) *Instruction in English as a second language be permitted as a component of all labour market programs.*

We believe that employers receiving subsidies should be actively encouraged to allow subsidised employees time away from the workplace to be trained in skills, including English language, that will enhance their subsequent employability. Many employers may respond sympathetically.

To ensure the effective implementation of the recommendation for more integration of English as a second language provision into labour market programs, the Department of Employment and Industrial Relations should take the initiative in liaising with both English language and vocational training authorities to ensure that the necessary courses are provided.

The Committee of Inquiry into Labour Market Programs has recommended that 'the Department of Immigration and Ethnic Affairs should, in consultation with the DEIR, seek to develop appropriate vocational English courses and courses which combine English language training with vocational skills training, to assist unemployed migrants' (Recommendation 7). We support this recommendation, but believe that the primary location of

such provision should be in the technical and further education sector, which is a major provider of vocational training generally and also under the Participation and Equity Program, Labour Adjustment Training Arrangements and General Training Assistance programs. We believe there is considerable scope for adding English as a second language courses to these programs to make them more accessible to migrants. As well, technical and further education institutions have a key role in the teaching of English for vocational purposes and as a means of obtaining entry to further training.

It is therefore recommended that:

(8) *The Department of Employment and Industrial Relations consult with Technical and Further Education authorities and the Department of Immigration and Ethnic Affairs on the development of vocational English courses, and courses combining English language training with vocational skills training.*

We envisage that these consultations will lead to broad agreements, within which consultations will proceed between CES regional and local offices, and individual technical and further education colleges and Adult Migrant Education Services. These consultations can then lead to the establishment of specific courses to which CES offices may direct those registered with them.

Such proposals should lead to a greater degree of co-ordination between CES, the Department of Employment and Industrial Relations, technical and further education authorities and the Adult Migrant Education Program. They should also make course provisions more accessible to migrants in the labour market. This applies to TAFE vocational training, TAFE Participation and Equity Program courses, the TAFE Advanced English Program, and English as a second language provisions in the Adult Migrant Education Program.

There is evidence of considerable demand for the type of English as a second language courses offered under the TAFE Advanced English Program, although the extent and nature of that demand have yet to be defined precisely. The proposals we have put forward will create an additional demand for these courses, as well as a demand for employment-oriented courses within the Adult Migrant Education Program. We do not believe that, at least in the short term, these demands can be adequately met solely by adjustments within existing programs.

We therefore propose that additional resources be made available to secure an expansion of places suitable for migrant job-seekers. The funds should be channelled through the Department of Employment and Industrial Relations, which would thus be in a position to ensure that the type and location of courses meet the needs indicated by CES data on local labour market conditions.

It is recommended that:

(9) *An additional $3.0m be allocated to the Department of Employment and*

Industrial Relations in 1985/86 to allow it to enter into arrangements with Technical and Further Education authorities and the Adult Migrant Education Program to provide employment-oriented English courses, vocational English courses and English language assistance to migrants attending vocational skills courses.

The recommended sum is essentially for tuition and administrative costs associated with the increased provision.

The recommended funds should also be available for other services which it may be desirable to link with these courses. Experience with existing courses suggests that bilingual assistance may be particularly valuable in conveying information, or for providing counselling support to young refugees without immediate family in Australia.

A further amount will be required by the relevant authorities to cover living allowances for participants attending full-time courses. The cost involved cannot be estimated with any precision because it is not possible to predict what proportion of the amount the Department of Employment and Industrial Relations and the education authorities will deem desirable to devote to full-time English courses. In any event, those placed on full-time courses will have been in receipt of unemployment benefit, and thus the transfer to a living allowance at an approximately equivalent rate would involve no additional cost to the Commonwealth.

We are not able to indicate an appropriate funding level beyond 1985/1986. The data available on courses and participants in both the Adult Migrant Education Program and TAFE English programs is inadequate, which places a strong onus on the respective authorities to improve the level of information provided to Government. As well, the Adult Migrant Education Program is currently under review, and consideration will doubtless be given to the extent to which its resources should be directed specifically to the needs of the migrant unemployed.

The Employment-based Schemes

Programs which place people in temporary employment dominate labour market programs, in terms of both budget expenditure and numbers of participants. The primary focus of the major programs, Special Youth Employment Training Program and Community Employment Program, is short-term job placement. The guidelines for both programs specify, as an aim, the acquisition by participants of 'work experience' to assist their future job-seeking, but in practice this appears to mean little, if anything, other than the provision of a limited period of employment. Neither program has an operational definition of work experience which might guide sponsoring employers or be a basis for monitoring the placements. The provision of vocational training beyond what is required to undertake the specific subsidised job is an incidental rather than an integral element of the schemes.

This Review concludes that the provision of subsidised work, without explicit concern for the acquisition of experience and skills transferable to

other employment, makes at best only very little difference to participants' future labour market prospects. There is a legitimate place within labour market programs for short-term job creation in its own right, but the issue is how to balance the objectives sought.

We believe that the balance in resource allocation should shift from the provision of work experience and temporary employment toward that of skills training both on- and off-the-job. Work experience programs should be for those individuals most likely to benefit: school leavers entering the labour force who have minimal or no previous work experience; those individuals who require work experience in occupations other than those in which they already have been employed; and migrants requiring local work experience to complement their overseas employment backgrounds.

Clearly, a concerted effort is required to increase the amount and standard of training to which unemployed individuals can have access through employment-based labour market programs. This view has been strongly expressed recently in other quarters.

The Department of Employment and Industrial Relations submission to the Committee of Inquiry into Labour Market Programs believed that the subsidised employment programs should broaden their objectives and content to include training, particularly for youth. With respect to those aged 19 and over, the submission called for

> consideration of the scope for adding a training dimension to wage subsidy arrangements by means of payment of off-the-job rebates where employers arrange training for subsidised employees whether in institutionalised or industry based training centres (p.126).

Proposals to combine work experience with structured training form a major theme of the Committee of Inquiry's report to the Commonwealth Government.

A flexible approach needs to be adopted in determining how best to upgrade and integrate training components under the subsidised employment schemes. Past experience suggests that simply imposing a formal requirement that employers provide substantial training cannot be readily enforced, at least not without very considerable monitoring, or the possibility of severely limiting the number of willing sponsors. We support the recommendation of the Committee of Inquiry that pilot training arrangements for its proposed youth traineeship scheme be supported under the Experimental Training Projects program. We believe that there is scope more generally for the Department of Employment and Industrial Relations to explore with employers and training authorities how structured training can best be integrated with subsidised employment for the benefit of those most disadvantaged.

It is therefore recommended that:

(10) *The Department of Employment and Industrial Relations develop pilot programs combining employment and training as a basis for broader application within wage subsidy programs. The training components of*

programs should include both vocational skills, and, where appropriate, more general skills such as English for migrants of non-English-speaking background.

Community-based Programs

Since its inception, the major community-based program, the Community Youth Support Scheme, has occupied an uncertain place among Commonwealth programs for the unemployed. While formally presented as concerned mainly with improving the employability of participants, many of the activities which operate under its umbrella are only minimally concerned with that objective. The program is capable of being very flexible in its response to the needs of unemployed youth, but the framework within which it is located and administered is inappropriate, and restricts the realisation of the Scheme's potential to assist young people in need.

In response to this situation, we therefore support the approach of the Committee of Inquiry into Labour Market Programs that there be two distinct and separately administered types of program, one concerned directly and mainly with employment and training services for the unemployed, the other (an 'Australian youth service') with a broader range of supportive activities for youth. Such a development accords recognition to what has in fact taken place, and seeks to take the process further.

Both types of program are needed. The main focus of the Institute's Review has been on improving the labour market prospects of migrant youth, but whatever is achieved in this way there will simply not be enough jobs for all those wanting work. Many will remain without the opportunity to work or to be trained for extended periods. Their well-being in this situation demands the provision of facilities and opportunities for recreation and socialisation; for creative use of their time and talents; and for skilled counselling and support to help them cope with the material and psychological problems which many will encounter.

Changes in the overall structure within which community-based programs operate will benefit all participants. In addition, certain adjustments are required which will make programs more able to meet the particular needs of migrant youth.

With respect to the Community Youth Support Scheme, there is an explicit Government commitment to a greater ethnic community involvement, to the recruitment of officers who will work with migrant youth, and to the establishment of training programs to sensitise officers to migrant needs. Our proposals are designed to give greater momentum to these commitments, with the general objective of making the Scheme more responsive to the diversity of its target population.

Plans are already being developed to assist Community Youth Support Scheme staff and management generally by providing training for them, and producing a 'project operation manual'. These are appropriate avenues within which guidance can be provided about the needs of migrant youth and how to respond effectively.

It is therefore recommended that:

(11) Training programs conducted or funded by the Department of Employment and Industrial Relations for the Community Youth Support Scheme Local Management Committee members and project staff include components relating to special needs of migrant youth, and how those needs may be met.

(12) The proposed 'project operation manual' for the Community Youth Support Scheme deal with issues and resources related to meeting the specific needs of overseas-born youth.

Both the training courses and the manual should be of value to people who work with unemployed youth in projects other than the Community Youth Support Scheme, and should be made available to them. This will also strengthen links between the Scheme and those projects and will promote co-ordination and exchange.

Stronger links are also desirable between those conducting Community Youth Support Scheme projects, and ethnic communities in their localities. Few projects have people of migrant background on their management committees, and only occasionally do their officers contact such people in the course of their work. The lack of such involvement means that often migrants have had little opportunity to understand the nature of the Scheme generally, or to influence the range of services being provided. This contributes to a situation in which many migrant parents have strong reservations about their children attending the centres. We believe that the operations and image of Community Youth Support Scheme projects would benefit if centres could seek the formal involvement of people from community groups which otherwise would be unrepresented.

It is therefore recommended that:

(13) Local Management Committees of Community Youth Support Scheme projects be permitted and encouraged to co-opt persons with knowledge of local migrant youth and their needs, if no such members have been elected.

The above recommendations are intended to strengthen the capacity of Community Youth Support Scheme projects to respond appropriately to the needs of migrant and refugee youth within their localities. It would be unrealistic, however, to expect any single project to attract and work effectively with all types of youth. A degree of specialisation within the program is required, and is already permitted within the current guidelines. We believe it does not go far enough. Under present policy, grants cannot be made available to assist specific groups, such as migrant youth or women.

It is recommended that:

(14) Applicants for Community Youth Support Scheme grants be eligible for funding to run projects or specific activities within projects that have as their target specific migrant groups.

This may be the only way to provide adequate appropriate assistance to certain groups, for example by making possible the employment of staff with

relevant community languages, or by specifying that certain projects be designed for female participation only.

In the course of consultations for this Review, many migrant groups expressed a willingness to do more for the youth of their communities. A significant hurdle to their involvement in the Scheme is that existing community agencies are currently not eligible to apply for project grants. The restriction is applied only to this Scheme — under Community Youth Special Projects, the Volunteer Youth Program and the Community Employment Program, existing agencies are entrusted with grants to assist young unemployed.

It is therefore recommended that:

(15) Community groups other than specially elected local committees be eligible to apply for Community Youth Support Scheme grants.

On the basis of the views put forward in the consultations, it seems likely that most ethnic groups would be interested in offering assistance focusing on structured skills training and work experience, rather than on general support and advice. This approach is more compatible with Community Youth Special Projects and the community-based labour market program proposed by the Committee of Inquiry, rather than with the Community Youth Support Scheme and the proposed Australian youth service. A significant barrier to groups applying under Community Youth Special Projects, however, is the requirement that they contribute 25% of project costs. This would certainly disadvantage most groups from communities which are only recently arrived — those communities most likely to have disproportionate numbers of youth who are unemployed. Under the Community Employment Program there is provision for sponsor contribution to be waived in the case of non-government bodies, and a similar arrangement should apply with respect to Community Youth Special Projects.

It is therefore recommended that:

(16) Community groups be eligible to apply under Community Youth Special Projects for the total cost of training schemes for young unemployed.

The Education Programs

In times of economic buoyancy and high employment levels, educational participation and achievement are assessed largely by the kinds of jobs for which young people are being prepared. At times of high levels of unemployment, such as the present, the focus is upon education as a determinant of prospects for getting any job at all. As a consequence, the last decade has seen increasing interest by governments in the provision of programs to assist the preparation of young people for employment when they leave school. There have also been attempts to provide remedial or supplementary educational opportunities for those who have had little success in finding employment.

In the period during which this report was prepared, the Government introduced the Participation and Equity Program, which is intended to stimulate significant change in secondary education, of a kind that will affect both education participation rates and educational outcomes. More recently, strong support for major reforms in the quality and relevance of secondary education — to better, in particular, the employment chances of young people — has been given by the report of a review team from the Organisation for Economic Co-operation and Development.

The Institute welcomes the explicit recognition given under the Participation and Equity Program guidelines that attention should be given to migrant groups who are under-represented in education, and whose needs are not adequately reflected in the content of curricula. Of other neglected areas in which action is urgently required, careers education and counselling is one of high priority.

Our review of what schools are doing in this area and of associated work experience provisions, reveals a situation which is quite unsatisfactory for students generally, and is particularly so for migrant youth of non-English-speaking background. Widespread agreement was found that the careers education and information needs of overseas-born youth and their parents may be special or different, because of their English language difficulties, their values and expectations, and their lack of knowledge of Australian education systems and the labour market. However, little is being done to respond to these special needs, neither in the training of careers teachers, nor through the provision of material in community languages or the use of bilingual staff and interpreters in schools.

We have not made detailed proposals concerning the general problems which beset careers/transition education. Our findings will be drawn to the attention of the Schools Commission and state education authorities, and we ask them to consider the resources and strategies required to improve teacher education in this respect, and the status and time allocated to careers education in school curricula.

A number of specific measures are required to improve careers counselling for migrant youth with particular needs. Ideally, information and advice should be communicated to migrant children, and their parents, by school-based bilingual staff. Given the diversity of groups which constitute any single school community, and the current ratio of careers teachers to students within each school, education authorities will need to explore a range of other approaches, for example:

- the appointment at regional levels of bilingual careers counsellors who between them can speak the range of languages needed to cater for youth in schools in their respective regions
- the compilation of registers of institutional and community resources for careers education and counselling, including translation and interpreter services available to schools.

Pre- and in-service teacher training programs should, as a matter of course, prepare teachers for working with students of diverse backgrounds. Those responsible for the programs would be encouraged to include components

dealing with such matters if guidelines and resource materials, based on tested approaches, were more widely available. While some relevant programs have already been mounted, we would like to see several established with the specific purpose of providing a basis on which various approaches may be employed and evaluated, and the experience gained disseminated for use elsewhere.

It is therefore recommended that:

(17) *The Schools Commission fund three pilot careers education/counselling programs in areas of high migrant density, leading to the preparation and publication of suggested strategies and source materials for careers teachers assisting migrant students. The programs should be commissioned as a Participation and Equity Program project of national significance.*

Commonwealth support for educational provision for unemployed youth has expanded greatly in scope and nature since it was introduced in 1977. It is presently funded through the Participation and Equity Program and covers a wide variety of courses, largely located in technical and further education institutions. The Program embraces a range of course provisions and other initiatives intended to facilitate access to TAFE by groups perceived to be disadvantaged. We have proposed an expanded role for the Department of Employment and Industrial Relations in encouraging the provision of vocational training courses which include English as a second language support, and vocationally oriented English as a second language courses. We also urge state Participation and Equity Program committees to examine whether migrants are adequately catered for under the Program. The committees should encourage TAFE bodies to extend the provision of courses that include English as a second language components, and to make submissions for the funding of vocationally oriented English as a second language training.

Our survey of courses indicates that, except in cases where they are specifically targetted, they do not appear to be very attractive to migrant youth. Two factors contributing to this are the courses' content and status. The emphasis in many courses on diffuse objectives such as 'personal development' is not as appealing as might be a focus on immediately recognisable vocational skills, or on traditional educational ones such as literacy and numeracy. The point is important because many courses do not at present offer clearly identifiable stepping stones to further education, training or employment. This was widely seen as a disincentive to migrant participation.

It may be that these issues will be more effectively addressed within the Participation and Equity Program than within its predecessors, the Education Program for Unemployed Youth and the School to Work Transition Program. The establishment of clear lines of progression from courses to other educational and training opportunities is an issue which the Technical and Further Education Council has acknowledged, and has encouraged state authorities to address.

A related issue is the marginal nature of much provision under the TAFE Advanced English Program. Except where English as a second language is

linked or integrated into an established vocational course, or where the course is directed to a specific employment requirement (such as preparation for an examination for a certificate), the employment and training benefits to students remain limited. We draw the attention of TAFE authorities to this matter and urge that preference be given to submissions for courses which have well defined employment and training objectives.

The circumstances of the establishment and expansion of the Education Program for Unemployed Youth were such that staff were recruited and put to work without the benefit of substantial training programs to prepare them for their new and extremely challenging roles. The Institute welcomes the fact that the Technical and Further Education Council considers staff development a priority for the Participation and Equity Program. Within staff development schemes, attention should be given to possible program implications of the diverse backgrounds of students. This is underscored by the designation of certain migrant groups as priority targets under Participation and Equity Program.

While most migrant youth can be expected to participate in courses aimed at students generally, there is also a clear need for special courses where content, length and staffing take account of the needs of new arrivals with little English. Where possible, the client group for each course should be of the same language background, thus enabling bilingual staff to be employed who can assist in providing information and advice to students. The interests of young women may be served best by arranging separate classes for them, or at least by attending to the balance between male and female students.

Only a very small number of migrant-specific courses have been conducted. In part, this may be because of concern among some staff that targetting is a barrier to the integration of migrants with other students, and may stigmatise them. These concerns need to be weighed against the experience with targetted courses. Within both general and migrant-specific courses a variety of approaches have been used to meet particular needs of overseas-born youth. There has as yet been little opportunity for staff to share their experiences and to discuss issues of common concern, such as

- the appropriate objectives and length of courses
- the personal counselling needs of refugees without parents in Australia
- contact between teachers, parents and ethnic community groups
- encouraging interaction with Australian-born youth
- the desirability of separate classes for males and females.

It is therefore recommended that:

(18) As part of the Participation and Equity Program a conference be convened on the educational needs of unemployed migrant, including refugee, youth.

This should bring together education policy-makers and program providers from both the technical and further education sector and Adult Migrant Education Services, including teaching staff and representatives of interested bodies, to exchange information and views about relevant needs and the steps that should be taken to meet them. Indeed, any means of improving current programs and services should be discussed.

The Commonwealth Employment Service

Assessing risk of prolonged and recurrent unemployment as a basis for determining eligibility for programs implies major changes in CES registration procedures and job placement mechanisms. Currently these procedures emphasise filling a vacancy (whether unsubsidised, subsidised, or a place in training course) rather than assessing the occupational and training needs and preferences of individuals. We propose that the emphases in CES procedures shift to

- identifying and assessing individuals in need of assistance
- devising packages of assistance comprising work experience, skills training and education in various combinations
- monitoring the progress of assisted individuals.

The Review has found migrants to be highly dependent upon CES for both finding employment and being placed in labour market programs. Our examination of CES, however, gives rise to a number of concerns about how effectively it serves the needs of migrants, particularly those with English language difficulties.

The CES registration interview is the first direct contact between CES and the job-seeker, and is the mechanism through which initial assistance is provided. The interview provides CES with information on the registrant's employability and desired areas of employment, and is intended to provide the job-seeker with basic information on CES services. It can also be used to refer the client to more specialised counselling services. The accuracy and substance of the information exchanged by both parties is central to CES effectiveness. In some cases, however, registration interviews are conducted under considerable time pressure or in physical conditions not conducive to individual needs being adequately assessed. There are insufficient bilingual officers and interpreters to assist persons with little English language competence. It is essential that the central role of the registration interview be recognised, and be seen as a CES activity of the highest priority.

In future, a crucial component of the registration interview should be an assessment of risk of experiencing protracted periods of unemployment. Following Recommendation (1), individuals assessed as being at high risk should be immediately eligible for assistance under labour market programs and should be placed on appropriate programs as soon as practicable.

Accordingly, it is recommended that:

(19) Assessed risk of prolonged and recurrent periods of unemployment be determined at the time of registration with the Commonwealth Employment Service.

In offices that cannot find adequate resources for the type of registration interviews proposed, a two-phase system could be introduced. Initial registration should be followed, for those assessed as being at high risk, by a second interview where a thorough assessment of individual needs is made and a program of co-ordinated assistance developed.

The interviewing CES officer should identify the specific needs and preferences of the registrant, and on this basis design the most appropriate package of assistance, whether employment, on-the-job training, formal education or some or all of these in combination.

It is recommended that:

(20) Where the job-seeker is assessed as being at high risk (or has been continuously unemployed for more than six months), a program of assistance be developed, including employment, on-the-job training, formal education and English as a second language instruction where appropriate.

The design of 'program packages' will involve CES officers in a liaison and referral role with course providers. In particular, CES is the appropriate source of local information concerning employer requirements and the needs of job-seekers. Where migrant job-seekers have language difficulties, the CES has a responsibility to ensure that they are helped to learn English of a kind that will assist them to obtain employment. This responsibility will necessitate CES having a more active and direct referral role, and becoming more involved in ensuring that language courses are occupationally oriented.

Recall interviews are currently used by CES as a means of placing individuals on programs and in jobs, providing counselling to job-seekers, and updating job-seeker registers. The Institute proposes that the function of recall interviews should be to assess, counsel and place unemployed people not initially identified as at risk, but who have nonetheless experienced 6 months' unemployment. As the major determinant of program eligibility will be high risk, determined at initial registration, the current system of recall interviews could be simplified, with emphasis being placed on a major interview after 6 months' unemployment. This approach would release some resources, currently allocated to four- and eight-month recall interviews, which can then be focused on the significant stages of registration and the six-month recall interview.

It is therefore recommended that:

(21) Commonwealth Employment Service recall interviews be held after six months of unemployment.

The Institute's research found that migrant job-seekers, particularly those with limited English, were disadvantaged by existing procedures in registrations, occupational coding, matching and self-service. There are a number of mechanisms which can be used to alleviate the problems faced by migrants with poor English. In those CES offices where significant numbers of job-seekers find difficulty in using self-service, and are disadvantaged by the occupational coding and matching procedures, the following measures, already used in some offices, should be considered for more widespread adoption:

- scheduled and publicised deployment of interpreters and bilingual officers at self-service at fixed and regular times
- systematic use of Job Bank's search facility as a substitute for self-service in the case of those with language and literacy problems, at regularly

scheduled and publicised periods during the week

- priority be given to matching vacancies to those occupation codes which are known to include job-seekers disadvantaged in the use of self-service.

As a corollary, local employers should be encouraged to provide vacancies and training placements in those occupations and industries sought by disadvantaged job-seekers, and the employment and language skills of migrant job-seekers should be drawn to the notice of employers. Generally, the adoption of approaches like these, where appropriate, would suggest the desirability of each CES office operating in a more flexible manner to meet the demands of the local labour market.

The use of two or more occupational codes on the proposed computerised registration cards should be encouraged. This would allow the range of work experience and occupational aspirations of job-seekers to be coded. Such a step would be particularly desirable in the case of the recently arrived who, irrespective of earlier training and experience, may be coded, because of their limited English, only in basic manual and other unskilled codes.

Multilingual Services

Migrants with language difficulties require the specialist assistance of interpreters or bilingual officers. Although there has been some improvement in recent years in the deployment of CES interpreters and bilingual officers, language resources remain scarce, particularly for the languages in greatest demand, most notably those of the more recently arrived communities. We are mindful that language needs are not unique to young job-seekers. It would be inappropriate to recommend any specific measures to meet the needs of youth without considering the older migrants with language problems.

Given the demonstrated difficulties experienced in CES by job-seekers with limited English, the Institute strongly supports the call in the report of the Committee of Inquiry into Labour Market Programs that CES continue to expand its services to people whose English is poor. A number of initiatives should be taken by CES to improve its recruitment of persons with language skills, and their deployment according to need. The CES should recruit more officers with language skills, and incentives should be introduced to ensure that those skills are more effectively utilised.

Therefore, it is recommended that:

(22) *Relevant language skills be used as a secondary selection criterion in the recruitment of employment officers.*

This recommendation will further implement the Government policies that the Australian Public Service should extend its activities to recruit and effectively deploy more bilingual staff, and should develop secondary selection mechanisms to take account of linguistic ability in the recruitment process.

The Committee of Inquiry's report noted that the allocation of CES staff resources was under review. The Institute believes that a system of staff

deployment is required which would take account of the characteristics of CES office clients, including English language proficiency.

It is therefore recommended that:

(23) *The Department of Employment and Industrial Relations' review of Commonwealth Employment Service staffing and location policies include the deployment of bilingual officers in the CES network, so that the needs of migrants with language difficulties can be met more effectively.*

This recommendation is in line with Government policy to distribute bilingual recruits according to assessed departmental need.

Even if recruitment, deployment and utilisation of bilingual officers become more effective, there will be some communities, particularly those with a high proportion of newly arrived members, who will probably remain poorly served. The Institute's research indicates that interpreters are a critical resource in effectively assisting non-English-speaking migrants, partly because they can be deployed with flexibility. The CES should therefore recruit and deploy additional interpreters to provide adequate language services to these communities. As a basis for determining an adequate level of interpreting provision, interpreters should, in the first instance, be provided at a rate of one interpreter for every 200 migrant clients with limited English language proficiency. On this basis, there would appear to be a requirement for an additional 70 interpreters in 1985/86, at a cost of approximately $1.4m.

It is recommended that:

(24) *In each language group there be at least one interpreter for every 200 Commonwealth Employment Service users assessed as having poor proficiency in English. In 1985/86, an additional $1.4m should be provided for this purpose.*

There are a number of general issues related to making effective use of bilingual officers and interpreters that this Review has not been able to address in detail. This applies particularly to matters where, on every ground, regard should also be paid to the needs of older migrants.

Accordingly, it is recommended that:

(25) *A review of CES language services be undertaken to determine requirements for 1986/87.*

The introduction of Migrant Resource Officers has established a method of assisting migrant job-seekers. The Institute considers that the designation of Senior Employment Officers specifically to serve the needs of migrant job-seekers was justified, given that their needs were not being adequately met by generalist staff. However, our research disclosed that current arrangements concerning Migrant Resource Officers had a number of limitations.

- The Migrant Resource Officers are recruited as generalist officers

according to standard CES procedures.

- Migrant Resource Officers work at the discretion of office managers and are frequently deployed in activities other than those specified for their position; the MRO position is effectively part-time.

It could be argued that Migrant Resource Officers should be located at the Zone office, where she or he would operate in a manner similar to that of the present Employment Counsellors. Such a change would permit the recruitment of personnel according to a 'specialist' duty statement. It would also protect the position from deployment by office managers according to the daily demands of client servicing. Operating from Zone level, Migrant Resource Officer activities and deployment would be determined as a result of periodic consultation and review between the Zone and office managers, together with Regional Migrant Services Sections.

The Institute believes, however, that the relocation of Migrant Resource Officers at Zone offices would be an inappropriate solution for those offices with high numbers of migrant job-seekers (1,500 and over). A migrant specialist officer operating from the Zone office would have limited knowledge, involvement and influence in office activities. Those offices with the highest number of migrant job-seekers require a full-time migrant specialist officer, supported by interpreters and bilingual officers. The Institute considers that there are advantages in specialist services for migrants in other offices (i.e. those with fewer than 1,500 migrant job-seekers registered) being provided from the Zone office on a visiting basis. Such an officer would also be in a position to co-ordinate and supplement the activities of the Migrant Resource Officers deployed in offices with high numbers of migrant registrants.

It is therefore recommended that:

(26) *Migrant specialist positions be created in Commonwealth Employment Service Zones where there are significant numbers of migrant clientele. Officers holding such positions would co-ordinate and supplement the activities of Migrant Resource Officers based in CES offices, and would carry out MRO functions on a visiting basis in other offices.*

This recommendation would require the creation of migrant specialist positions in some 17 Zones. In five instances these positions could be filled by re-deploying an existing Migrant Resource Officer from an office within the Zone. The remaining Migrant Resource Officers would be based in offices where 1,500 or more migrants were registered. The role and deployment of Migrant Resource Officers should be reviewed at the same time as those of interpreters and bilingual officers, as proposed above.

Migrant Resource Officers can only be effective if managers accord high priority to assisting migrant job-seekers. Particular attention should be given to the following functions:

- the collection and monitoring of statistics on migrant registration, referral and placement, together with program participation
- the participation in the development of program packages for migrants assessed as being at high risk

- the co-ordination and planning of program delivery to migrants which will involve the Migrant Resource Officer in a liaison and referral role with course providers, for example Adult Migrant Education Services, technical and further education colleges and employers
- the promotion to employers of the employment skills and training potential of migrant job-seekers.

We regard the last function as of particular significance. Too often, the focus of attention with respect to migrants is on their disadvantages, such as poor English. Yet in many areas, the ability to speak a language other than English could be a valuable asset for employers wishing to attract customers of non-English-speaking backgrounds.

Though an increase in language resources and specialist migrant officers is imperative, it is equally important that all members of staff maintain a responsibility for and involvement in assisting migrant clients. The work of Migrant Resource Officers and in-office trainers in sensitising colleagues to migrant needs should be encouraged.

Co-ordination and Evaluation

This Review has drawn attention to the incremental, fragmented and uncoordinated nature of program development, resulting in a proliferation of programs in recent years. Similarly, the report of the Committee of Inquiry into Labour Market Programs has drawn attention to the lack of co-ordination between labour market programs, and between such programs and education, training and employment. It has proposed the establishment of a National Council for Training and Employment (Recommendation 79) whose main role would be to:

- develop a clear set of objectives for national labour market policy and programs
- co-ordinate employment and training developments in the states and territories
- generate public debate, discussion, research and dissemination of information on labour market matters.

The Institute supports such proposals, and sees a need to ensure that the proposed council is sufficiently responsive to the special needs of migrants, particularly at the stage when labour market programs are being developed. The Committee of Inquiry envisaged that a national council would include representation from government, unions, employers and the community, thus making it more effective as a means of stimulating ideas and co-ordinating action. We propose that the council should also include migrant representation, following appropriate consultation.

We therefore recommend that:

(27) The proposed National Council for Training and Employment, or its equivalent, include migrant representation.

Given that migrants are significant users of programs and services, such representation is essential to ensuring that their interests are adequately voiced and represented. Reference has already been made to the Community Youth Support Scheme, where there is inadequate migrant representation at the State Advisory and Local Management Committee levels. Likewise, in the case of the Community Employment Program, although Commonwealth and State Secretariats were aware of the difficulties of migrant groups in seeking funding, only in Western Australia and the Australian Capital Territory did the Consultative Committee established to review project applications include a formal representative of migrant communities. This is in contrast to the representation of trade unionists, women, youth and Aborigines who were included in all states and territories. In the case of the Participation and Equity Program migrant representation has been addressed through Ethnic Communities' Council membership of all State PEP Committees. Thus, indirectly a broad range of organisations are represented, such representation being considered vital to the success of the Program.

It is therefore recommended that:

(28) *In the case of the Community Youth Support Scheme and the Community Employment Program, provision be made for migrant representation on state advisory committees and Commonwealth and State Secretariats responsible for these programs.*

Monitoring and Evaluation

This Review has noted the lack of detailed data necessary to develop and administer programs. The regular ABS Labour Force Surveys allow estimates to be made for the dozen largest birthplace groups, but even for the largest of these groups, the labour force status of teenagers and young adults cannot be estimated reliably. Census data on labour force status at five-year intervals is too infrequent to provide useful information. Given the much higher rates of unemployment among young migrants and recent arrivals, regular and frequent collection of data on the labour force experience of birthplace and age groups should be an integral part of the Labour Force Surveys.

It is therefore recommended that:

(29) a *A supplementary survey of migrants in the labour force be undertaken at least once a year by the Australian Bureau of Statistics.*

b *The survey collect information on the labour force status of cross-sections of birthplace groups and include details on age, gender, education levels, English language proficiency, period of residence and marital status.*

The Committee of Inquiry into Labour Market Programs stressed the need for the Australian Bureau of Statistics to adopt a more outward approach, including doing more in the way of co-ordination and communication. It urged major users of labour force statistics to give the Bureau clear direction on their overall requirements from the Census and other surveys. The

Institute supports the Committee of Inquiry's efforts to establish a mechanism whereby user requirements and priorities can be better met. In particular, we note Recommendation 14 of the Committee's report, which proposes that the Department of Employment and Industrial Relations and the Bureau of Labour Market Research take steps to assist major users to submit an annual statement of their requirements and priorities to the Australian Bureau of Statistics.

It is recommended that:

(30) *In planning and developing the recommended supplementary labour force survey, the Department of Employment and Industrial Relations and the Bureau of Labour Market Research, consult with the Department of Immigration and Ethnic Affairs and state ethnic affairs authorities, and the Australian Institute of Multicultural Affairs, on developing a detailed proposal, to be submitted to the Australian Bureau of Statistics within six months.*

The Institute also sees a need for more operational data which will enable program planners and providers to monitor and evaluate programs and services. Two types of operational data are required:

- data on the registered unemployed and those eligible to participate in programs
- data on actual users of programs and services.

At present, the CES job-seeker registration cards record birthplace, year of arrival, age, sex, English language skills, occupational code, (un)employment experience as well as contact with CES. This set of data is recorded for all people registered with CES and thus contains unique information on unemployment experience classified by a range of demographic characteristics. It also provides valuable information on the use of CES and its programs by the unemployed. The CES publishes, on a quarterly basis, selected data from these job-seeker cards. Separate figures are included for Aborigines and disabled persons, but not for migrants. There is a strong case for improving the collection, processing and release of the data. The failure to maintain at each CES office a separate record of migrants with language difficulty made monitoring their placement on programs difficult.

The Institute welcomes the CES proposal to computerise its registration records.

It is recommended that:

(31) *The Commonwealth Employment Service develop a computerised system which would:*

(i) *utilise migrant data presently recorded on its job-seeker registration cards. This should include country of birth, English language proficiency and year of arrival, together with particulars of risk assessment, and with provision also being made for the coding of data on multiple occupations*

(ii) *include provision for access to the data base, to allow monitoring of the extent to which migrants with particular birthplaces, degrees of language proficiency, periods of residence, and levels of unemployment risk are participating in programs*

(iii) *allow quarterly release of aggregated data on unemployment risk, as assessed, cross-classified by characteristics that include age, gender, birthplace, year of arrival and English language proficiency.*

Clear inequalities in access were identified from a variety of surveys undertaken for the Review. The Institute, however, found that while much was available on program participants through the Management Information System, it was inadequate for identifying migrant participants by birthplace, English proficiency, or period of residence. The importance of birthplace records for monitoring and evaluating access to programs is underscored by our finding that there is significant under-representation of migrants in a number of programs. Such information should be readily available to program planners, both in relation to program participation and post-program performance monitoring.

It is therefore recommended that:

(32) *As part of the systematic evaluation of programs, the Department of Employment and Industrial Relations collect and publish every quarter, computerised aggregate information on program participants, such information to include birthplace, English language proficiency and period of residence.*

The extent of information collected on the Community Employment Program and the Commonwealth Rebate for Apprentice Full-time Training has been identified by this Review as a matter of concern. Not only was there no information on the birthplaces of individuals, but it was impossible to determine the number of migrants assisted under the programs. In the case of the Commonwealth Rebate for Apprentice Full-time Training, no birthplace records are collected, while with the Community Employment Program only migrants with language difficulty are currently identifiable in program records.

It is therefore recommended that:

(33) *The Department of Employment and Industrial Relations amend the form used by employers applying for Commonwealth Rebate for Apprentice Full-time Training so as to include information on the birthplaces of apprentices.*

On a broader front, this Review has encountered difficulties in ascertaining the degree of participation by migrant youth in TAFE provisions. These difficulties result from general data deficiencies in TAFE. While some progress has been made in developing a national TAFE statistics base, the current situation remains inadequate. No state TAFE authority is able to provide reliable data on migrant students.

It is therefore recommended that:

(34) *The Technical and Further Education Council ensure that information concerning the birthplaces of students is collected and incorporated with other data.*

Policy Development and Implementation

All recommendations related to the collection of adequate data are central to future management and evaluation of labour market programs and services. Such data will be of particular importance to the proposed National Council for Training and Employment, one of whose functions is intended to be the evaluation of programs. The Institute believes that the Bureau of Labour Market Research should have a central role in both policy development and evaluation, and that the Bureau's resources should, therefore, be available to the proposed council. The resource requirements and organisational implications of it playing this role should be considered as a matter of urgency.

Recent internal reviews within CES and the Department of Employment and Industrial Relations have identified the administrative difficulties that have emerged over the last six years. The problems in separating the responsibility for policy development (located in Departmental policy and program divisions) from the responsibility for implementation (located in CES) have been addressed by several recent administrative changes. These include the creation of the merged National Director-Deputy Secretary position within CES in July 1984, aimed at tightening the link between operational programming and policy formulation. They also include the development within the Department of corporate planning and management processes. Recently established key policy and administrative committees, with Central Office, Regional and CES representation, are designed to foster more effective, integrated activity — in particular, closer liaison between CES and the Central Office, and between the Central Office and the Regions through to Zones and CES offices. The introduction of the CES Management Improvement Program principles (November 1984) is also aimed at improving CES administration and ensuring more effective servicing of clients.

There is every reason to hope that the establishment of the proposed national council will forge further links between policy formulation and its implementation. These links will be enhanced if the council ensures continued monitoring of outcomes, and if it maintains an effective on-going program of evaluation and review. Any simplification of program arrangements should not be allowed to reduce the capacity to respond sensitively to the particular needs of migrants or, indeed, of other clients regarded as having special needs.